Ceredigion

**Local Development Plan
2007 - 2022**

Supplementary Planning Guidance

Community and the Welsh Language

**Cyngor Sir
CEREDIGION**

**CEREDIGION
County Council**

Adopted June 2015

Contents

1.   Purpose of Supplementary Planning Guidance

1.1.1   This Supplementary Planning Guidance (SPG) is one of a series of guidance notes which support the policies of the Local Development Plan (LDP). The LDP is the document used by the LPA for ensuring development occurs appropriately and the policies relating to language reinforce both national policy and guidance. Although decisions on planning applications will be based on the Development Plan's policies (as indicated in part 38(6) of the Planning and Compulsory Purchase Act 2004), the content of the SPG is a material planning consideration.

1.1.2   The Guidance draws on research commissioned by a consortium of local planning authorities, the Welsh Assembly Government, the Welsh Language Board and the House Builders' Federation (Planning and the Welsh Language: the way ahead, 2005). The Guidance, jointly with local and national planning policies, will be a means of realizing one of the main themes of the Ceredigion 2020 Community Strategy, which is to support inclusive, bilingual and dynamic communities. The Guidance will provide a means of:

- Raising awareness amongst prospective developers of the need to fully consider the links between development and the character of communities;

- Identify development proposals that will at the outset maintain or enrich the social, linguistic and cultural pattern of communities;

- Identify development proposals that can be modified as a result of discussions to ones that maintain or enrich the social, linguistic and cultural pattern of communities; and

- Identify exceptions where the evidence shows that there is no opportunity to modify the proposal in a manner that will reduce the impact on the social, linguistic and cultural pattern of the community and that there are justifiable reasons for recommending the planning application's refusal.

1.1.3   The Guidance does not set out policy independently of the LDP but only provides supplementary guidance. Therefore, in line with the Environmental Assessment of Plans and Programmes (Wales) Regulations 2004, it has not been considered necessary to subject it to separate Strategic Environmental Assessment (SEA). The results of the Sustainability Appraisal/ Strategic Environmental Assessment (SA/SEA) of the relevant policy, Policy DM01, may be viewed in Appendix 3 of the Ceredigion Local Development Plan Final Sustainability Appraisal Report (April 2013).

2.   Background

2.1.1   This document is intended to provide guidance on the manner in which the Local Planning Authority (LPA) will deal with developments which may have an effect on the future of communities and on the Welsh language within those communities. Along with other matters, it will be a material planning consideration when decisions are made on planning applications. In accordance with good practice, applicants are encouraged to discuss applications with the LPA, beforehand, in order to decide what kind of community and language assessment needs to be prepared.

2.1.2   To ensure that communities develop in a sustainable manner, it is essential, when contemplating change, to consider all the factors influencing the situation and that new development being planned is appropriate and relevant. The town and country planning process regulates new developments and is therefore one important and influential element in the shaping of change in society. The Welsh language is an integral part of the fabric of many of Ceredigion's communities and is a reflection of their identity, traditions and culture.

2.1.3   Since the publication, in 1998, of Welsh Office Circular 53/88: The Welsh Language: Development Plans and Development Control, the Welsh language has been an important planning consideration in the creation of land use policies and in the decision making process on planning applications.

2.1.4   Nevertheless, the isolation of the exact effect of an individual development on language over a period of time is a matter that is difficult to analyse and prove decisively. This guidance attempts to address the problem by viewing communities in a holistic manner, giving due regard to language as an element which is an integral part of community activity and life. This can be considered as a sustainable methodology in which a number of economic, social and environmental elements influence one another and where change in one dimension impinges on another.

2.1.5   This is achieved in the document by establishing a more analytic methodology for assessing the impact of different kinds and scale of development on communities and language. It is the responsibility of applicants for planning permission to conform to these guidelines and to produce sufficient information to enable the Planning Authority to arrive at a decision about an individual application.

2.2   National Planning Policy

2.2.1   Welsh Government (WG) policies relating to this matter are included in Planning Policy Wales (2014) (PPW), and technical advice is provided in Technical Advice Note 20: Planning and the Welsh Language (2013) (TAN 20). These documents indicate how LPAs, when they are producing plans or making planning decisions, should consider the needs and welfare of the Welsh language, and in so doing, contribute to its well-being.

2.2.2   According to PPW, paragraph 4.13.2:

          "*All local planning authorities should consider whether they have communities where the use of the Welsh language is part of the social fabric, and where this is so it is appropriate that this be taken into account in the formulation of land use policies.*"

2.2.3   Welsh is therefore, unquestionably, a material planning consideration in Ceredigion, where around half of the population claim to be able to speak the language.

2.3   Local Planning Policy

2.3.1   In recognition of the Welsh language's role within Ceredigion's social fabric, the LDP, along with national guidance, offers a number of policy approaches which although not directly related to the Welsh language will have a positive impact. These are detailed within paragraphs 8.7-8.11 of the Local Development Plan (April 2013) and include the following LDP polices:

- S01: Sustainable Growth
- S02: Development in Urban Service Centres (USCs)
- S03: Development in Rural Service Centres (RSCs)
- S04: Development in 'Linked Settlements and Other Locations'
- S05: Affordable Housing
- DM01: Managing the Impacts of Development on Communities and the Welsh Language
- DM08: Bilingual Signs and Place Names
- DM19: Historic and Cultural Landscape

2.3.2   While it is intended that these measures will offer implicit support to the Welsh language, in order to be able to make an informed decision on planning applications, comprehensive information may be required on the likely effects of developments on community and the Welsh language in the form of a Community and Language Impact Assessment (CLIA).

2.3.3   Policy DM01: Managing the Impacts of development on Communities and the Welsh Language therefore provides a tool by which developers and the LPA can use to gain information, where necessary, about the likely effect of development on the community and the Welsh language, which in turn makes it possible to determine how any impacts may best be addressed. The Policy states that:-

> **Policy DM01: Managing the Impacts of development on Communities and the Welsh Language**
>
> To enable the LPA to make an informed decision on whether proposed development is likely to have a negative impact on the social, linguistic or cultural cohesion of communities, a Community and Linguistic Impact Assessment will be required for applications:
>
> 1. Where it would result in new housing development:
>   a. in Linked Settlements coming forward at a rate greater than 4% of the dwelling count as of 1st April 2007 in any rolling 5 year period,
>   b. in Service Centres coming forward at a rate faster than that referred to in the Settlement Group Statement (if specified),
> 2. For all other types of development where the scale of development differs from that permitted under policies S03 and S04.
>
> ☞ Objectives: 1 – 6, 8, 11, 16, 18

2.3.4   The above-mentioned policy emphasises the need to sustain local communities and the Welsh language, as far as is possible, through the town and country planning process. It also provides a basis for refusing planning applications where this does not occur.

2.3.5   The impact new development can have on a community is a material consideration, elements that could be considered are:
   • Whether the development is too large for the settlement, would development put undue pressure of local services e.g. the school and utilities etc.
   • Where development comes forward at a rate which is too fast for the community to gradually absorb in-migration.

2.3.6   Where negative impacts may arise, mitigation measures such as phasing may be used to alleviate them, though an assessment of local evidence should inform such a condition, as is noted in the Examination Report on Ceredigion County Council's LDP. The Examination also concluded that the use of assessments in relation to individual planning applications would be appropriate in certain circumstances given the linguistic character of the area.
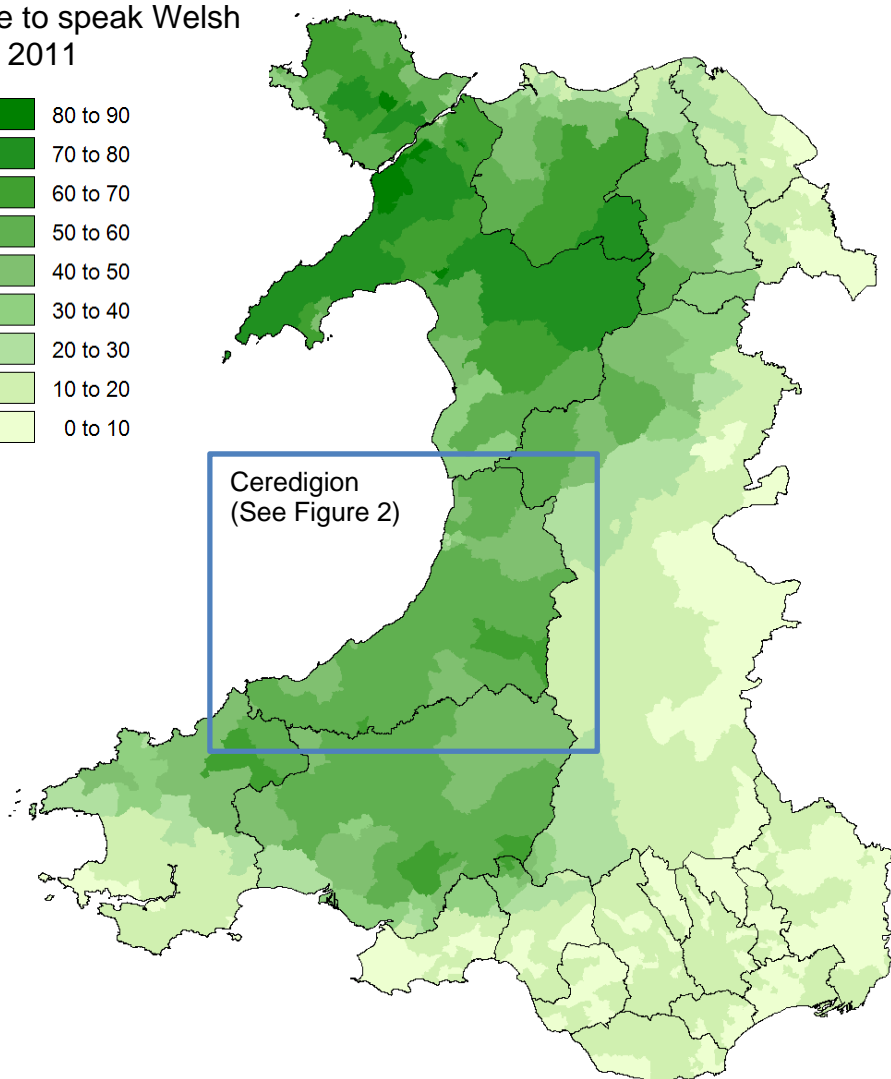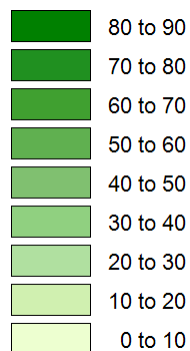
2.4   Local Linguistic Patterns
2.4.1   According to the 2011 Census, Ceredigion is home to one of the strongest Welsh speaking populations in Wales, with around 47% of the resident population possessing an understanding of the language. This strong representation of Welsh speakers means that the language is very much part of Ceredigion's social fabric and that it is appropriate that this be taken into account in the formation of land use policies. Nevertheless, over a 10 year period, there has been a decline of 5% - a pattern that is replicated to a similar (but varied) extent in the neighbouring Local Authorities of Gwynedd (-4%) and Carmarthenshire (-6%), which also have high

proportions of Welsh speakers. Yet, there remains to be a high number of electoral divisions where Welsh speakers account for around 50% to 70% of their population. Welsh is therefore a living and commonly spoken language within these areas. See Figures 1 and 2 which shows the distribution of Welsh speakers in Wales and Ceredigion on the basis of the 2011 census.

The decline in the +3 proportion of Welsh speakers (persons over three years of age) has been far from homogeneous throughout the county, and detailed analysis of the data indicates some quite significant differences between electoral divisions, as different processes evolve at a local level. In 2011, with the exception of Aberystywth Central, Aberystwyth North, Llanbadarn Fawr-Sulien, Llanfarian, Trefeurig, and Ystwyth, all divisions showed a deacrease in the number of speakers. This is in contrast to 2001, where with the exception of Capel Dewi, Lledrod, Llandyfriog, Ceulanamaesmaer, Beulah, Aberaeron and Tregaron, all divisions showed an increase.

Appendix 3 provides population statistics on the numbers and proportion (%) of Welsh Speakers by Electoral Ward.

Able to speak Welsh (%) 2011

- 80 to 90
- 70 to 80
- 60 to 70
- 50 to 60
- 40 to 50
- 30 to 40
- 20 to 30
- 10 to 20
- 0 to 10

Ceredigion (See Figure 2)

Map contains Ordnance Survey data © Crown copyright and database right 2015.

Figure 1. Proportion of individuals able to speak Welsh in 2011 aged 3 and over according to electoral divisions (2011 Census).
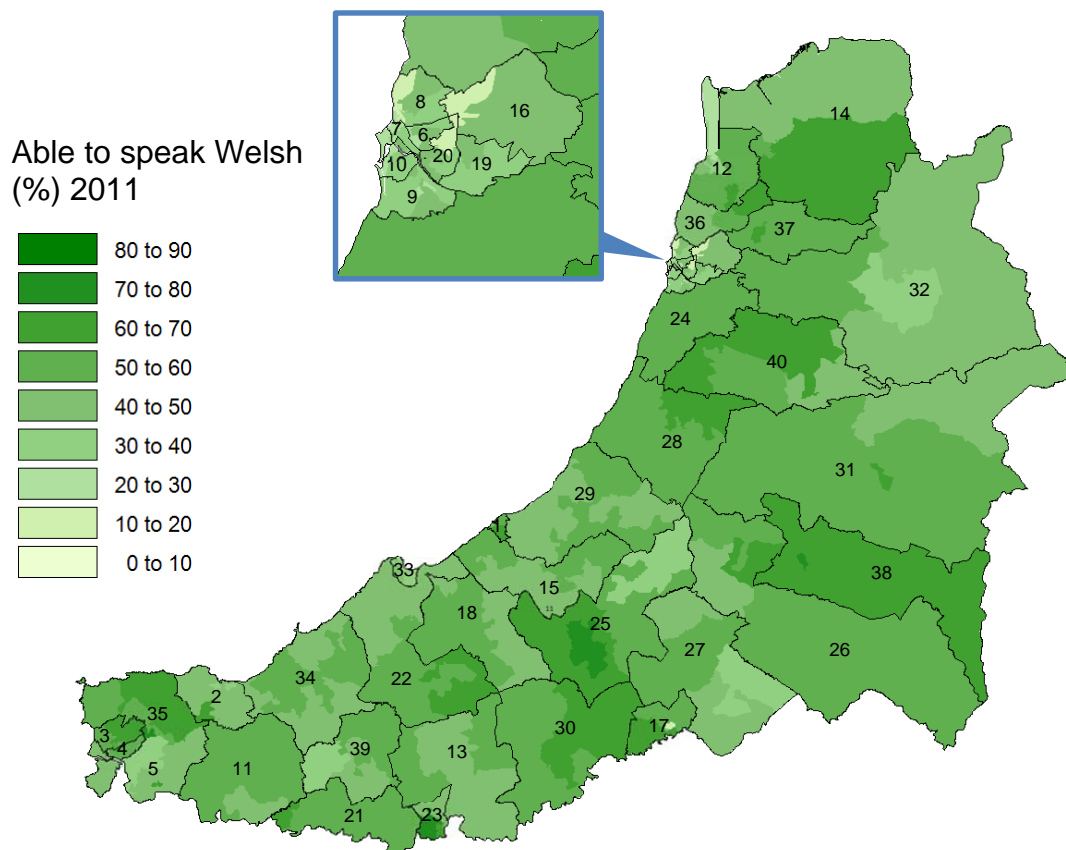
Map contains Ordnance Survey data © Crown copyright and database right 2013.

Figure 2. Proportion of individuals able to speak Welsh in 2011 aged 3 and over according to census output area (2011 Census). See Appendix 2 for Electoral Division names.

2.5   Assessing the Effects of Development

2.5.1   As there is a high proportion of Welsh speakers in almost every electoral division, the language is clearly part of Ceredigion's social fabric and is linked to the identity, culture and traditions of the County and wider area. It is therefore necessary to give careful consideration to the way in which new developments may affect the current pattern and to ask whether they are accord with local and national language policies.

2.5.2   In relation to housing, the LPA have identified within the individual Settlement Group Statements for Aberaeron (Llwyncelyn), Felinfach/Ystrad Aeron, Llanilar, Llanrhystud, Pontarfynach, Pontrhydfendigaid and Talybont only that it will be necessary to control the rate at which new housing development comes forward. `This will be achieved by 'phasing' the number of units permitted within the Settlement during any period of the plan. For example, if a settlement has an allocation of 90 houses, the LPA will seek to monitor delivery and ensure that approx. 30 houses come forward in any 5 year period of the plan period. If this is not the case, the LPA will look at phasing to mitigate impacts. Phasing (over the plan period) should not be confused with the need for the 'staged release' of a specific site which is about ensuring the delivery of a site (see Policy LU05, LDP Volume 1A). As rate of development is not necessarily an issue in relation to all Settlements such references have only been included in the Settlement Group Statements where rate is considered to be an issue in accordance with Policy DM01 criterion 1a. In Linked Settlements, the rate of development is considered to be an issue where it exceeds 4% in any rolling 5 year period in accordance with policy DM01, criterion 1b. The Council monitors the rate of development in Linked Settlements on a monthly basis. The latest results are   published   here: http://www.ceredigion.gov.uk/index.cfm?articleid=17012.

2.5.3   Policy DM01 therefore provides the tool by which developers and the LPA can gain information, where necessary, about the likely effect of development on the community and Welsh language which in turn makes it possible to determine how any impacts may best be addressed. This information will be sought in relation to applications where development, if permitted, would come forward at a rate or scale different to that envisaged and set out in Criteria 1 or 2 of Policy DM01. Pre-application advice should be sought from the LPA as to whether an Assessment should be provided. Generally the LPA will only ask for a Community and Linguistic Impact Assessment (CLIA) if it is captured by Criterion 1 or 2 of Policy DM01.

2.5.4   The LPA will provide a monthly update of the level of growth experienced by Linked Settlements to indicate how close they are to reaching the growth rate of 4% within the current rolling 5 year period. Where the proportional level of growth does not sum to a whole number the LA will round to the nearest whole number.

2.5.5   If, in the opinion of the LPA, there is a likelihood that the development would have a negative effect on the community and/or on the Welsh

language, and that this effect cannot be mitigated, the LPA may refuse the application. Further guidance on potential negative effects is provided in section 4.1 Notes. However, in the first instance the LPA will look for mitigation measures or a variance to the proposal which will help reduce potential effects. Mitigation Measures the LPA may seek to negotiate include: Phasing, Bilingual Signage, and Language Plans / programmes.

2.5.6   Further guidance in relation to Assessments is set out as follows:

2.6   Community and Linguistic Impact Assessment (CLIA)
2.6.1   To enable the LPA to make an informed decision on whether proposed development is likely to have a negative impact on the social, linguistic or cultural cohesion of communities, a Community and Linguistic Impact Assessment will be required for applications where it would result in new housing development: :

- in Linked Settlements coming forward at a rate greater than 4% of the dwelling count as of 1st April 2007 in any rolling 5 year period,
- in Service Centres coming forward at a rate faster than that referred to in the Settlement Group Statement (if specified) (Policy DM01, criterion 1),

2.6.2   Furthermore, Community and Linguistic Impact Assessment will be required for all other types of development where the scale of development differs from that permitted under policies S03 and S04 (see LDP Volume 1A, Policy DM01 criterion 2).

2.6.3   The assessment of any planning application will be a matter for the LPA and it will decide whether an application falls within the above mentioned definitions. If that is the case, applicants will follow the guidance provided in Appendix 1 of this SPG. It is important to stress the importance of seeking pre-application advice from the LPA who will be able to advise on the need for a Community and Linguistic Impact Assessment.

2.6.4   The CLIA, in addition to other relevant information about the planning application, such as compliance with LDP policies, traffic or environmental considerations, will assist the LPA in either refusing or granting planning permission.

2.7   Evaluating the Assessment
2.7.1   As part of the application, the applicant will be given an opportunity to present evidence in support of their findings and to demonstrate how their proposal would bring benefits to the local community. In addition, mitigating measures, relevant to the application, could be presented, in response to any negative effects of the development which have been identified through the assessment process.

2.7.2   On receipt of an Assessment the LPA will need to check and verify the facts and conclusions included. It may find that it disagrees with some of these and in such cases efforts will be made to verify the facts and to reach an

agreement with the applicant about the main considerations as quickly as possible so as not to unduly delay the application process. In addition, it is likely that organisations and individuals from the community will express opinions that may be material in assisting the LPA reach a decision.

2.7.3   If, in the opinion of the LPA, it can be clearly demonstrated that the development is likely to have a negative effect on the community and/or on the Welsh language, it will be possible for the LPA to refuse the application solely on these grounds.

2.8   Monitoring

2.8.1   It is intended to monitor the actual effect of developments against the evidence that is submitted in Assessments in order to consider the effectiveness of the process outlined in this guidance. As a starting point the LPA has outlined, in Appendix 2 of the SPG, the main statistics and information sources which are available. From time to time, as new information becomes available, it is intended to cross check this list in the context of monitoring the guidance and the Local Development Plan. The LPA will make this information available to the general public, by including on the Council's website.

2.8.2   Each LPA is required to prepare an Annual Monitoring Report (AMR) covering the preceding financial year to submit to the Assembly Government by 31 October each year following adoption. The AMR will monitor the effectiveness of the LDP's strategy and policies and the effect of the LDP on the Sustainability Objectives identified in the Plan's SA/SEA. In doing so, it will identify any issues that need addressing. In addition to the Annual Monitoring, throughout the year, local, regional and national publications, policies, guidance, reports and events will be reviewed to ensure any issues relevant to the LDP are identified and where applicable addressed.

2.8.3   The indicators that have been chosen to monitor the LDP's potential effects on the Welsh Language, which form part of the SA/SEA's monitoring framework, are as follows:

Sustainability Objective		Indicator	Source	Report
10a	Promote the use of the Welsh language.	Number and % of persons age 3 and over who say they can speak Welsh by Census year.	Office of National Statistics http://www.ons.gov.uk/ons/index.html	2011-13 and 2021-23
		% of persons aged 3 and over who say they can speak Welsh by Annual Population Survey estimates.	Welsh Government https://statswales.wales.gov.uk	Annually
		Number and % of families with school	Ceredigion County Council School Census	Annually

		children where the Welsh language is the language of the home.		

3.   Community and Linguistic Impact Assessment

3.1   Background
3.1.1   The Community and Linguistic Impact Assessment (CLIA) methodology comprises a checklist to allow the developer and LPA to make an assessment of the likely impact of a development proposal against five aspects of community life:

A. **Population Characteristics**(levels and the characteristics of that population);

B. **Quality of life** (therefore providing the impetus for people to remain, leave or move to the community);

C. **Economic Factors** (affecting employment opportunities for different social groups as well as the cost of living and, more specifically, the cost of housing);

D. **Infrastructure Provision** (needed to sustain the community, particularly schools, health care and essential services); and

E. **Social and cultural aspects** of community life (expressed through the viability of cultural institutions, particularly those affecting younger & older people).

3.1.2   Population stability or moderate growth, combined with a high quality of life, a strong economy, high quality infrastructure and a vibrant social and cultural life are all central to community cohesion and sustainability. Where the Welsh language forms a part of the social fabric of a community, its fate and well-being is inexorably tied to the wider fortunes of that community. If a development is likely to be detrimental to any one of these aspects, it may also have an adverse impact on the Welsh language. However, if it is sensitive to the local context e.g. supporting the local economy, then the impact is far more likely to be positive.

3.1.3   The checklist provides guidance on assessing the likely impact of a development against the five aspects of community, with a view to establishing both its effects on the community in general and its impact on the Welsh language more specifically.

3.1.4   Applicants will need to search relevant statistics available locally and nationally to make a clear assessment of the data sources for the five community aspects. The LPA will place some of the relevant facts and indicators on its website to assist the applicant on as many aspects as possible (where information already exists).

3.2   Methodology and assessment
3.2.1   The CLIA methodology has been devised taking into account the form of impact assessment methodologies already applied to different aspects of planning and development. These methodologies normally comprise either a tick/cross scoring in answer to each question, or a numeric scoring.

3.3   Scoring the Questionnaire

3.3.1   The CLIA methodology is a subjective process intended to establish the probable impacts stemming from a development. When using the questionnaire, each question should be answered with a positive, negative or neutral score reflecting the perceived impact of the development against the five sets of issues. Numerals need to be inserted as the answer to each checklist question, with numeral +1 representing a perceived positive impact, numeral -1 a perceived negative impact, and numeral 0 for a perceived neutral impact.

3.3.2   Gradually, scores of +1, -1 and 0 will be inserted as the answers to each question across the five sets of community issues. The ability to compare options is important in undertaking an assessment, guiding the assessor to the `best' overall choice. The impact assessment helps to inform decisions about which questionnaire topics perform better than others against the five community issues by revealing the potential impacts. The ultimate choices have to be made by the assessor. An inability to answer any of the questions suggests that assessors will need to contact the applicant again for further information in order to be able to reach an answer. In the assessment process, a lack of answer to a question (i.e. a blank return) will be deleted from the overall calculation. The final Overall Impact Index Assessment matrix (see below) will indicate which options have more beneficial contributions or, conversely, harmful impacts.

3.3.3   It is not suggested that the addition and comparison of these impacts will provide the overall determination for the LPA. However, a matrix that identifies those impacts that have a relatively high positive or negative impact, and is accompanied by a commentary, will help decision-makers to determine the most sustainable way forward. The importance or weight to be given to a question will vary for different development proposals, and that judgment is for those making the assessment. The assessor will need to make a judgment on how much weight to give those question answers that are concerned with the shorter or longer term, for example. This will be done in discussion with the applicant.

3.4   Calculating an Overall Impact Assessment Index

3.4.1   The final part of the assessment methodology is an Overall Impact Assessment Index. This comprises a measurable summary table that permits the assessor to develop a positive, negative or neutral score relating to the perceived impacts likely to occur. The score will then form a material consideration in the assessment of an application for planning permission.

3.4.2   Each of the questions within the five sets of community life aspects – A. population characteristics, B. quality of life, C. economic factors, D. infrastructure provision, and E. social and cultural aspects - produces a range of scores known as the *base index.* These 19 scores may then be used to calculate an Overall Base Index Score, which is simply the average

score across all the answers. An Overall Base Index Score of between 0.1 and 1.0 denotes a positive impact; a score of 0 denotes a neutral impact; a score between -1.0 and -0.1 denotes a negative impact, with actual figures representing the relative perceived severity.

3.4.3   The summary table automatically calculates *a dimensional index,* which is a mean score for each of the community life components - a mean for population; a mean for quality of life; a mean for economic factors; a mean for infrastructure; and a mean for social issues. This enables assessors to compare the mean score for each of the five components, recognizing the perceived greater impacts, and possible trade-offs, between one component over another.

3.4.4   Depending on the policy priorities of the LPA, the objectives of the development plan, and the socio-economic profile of the community where the development is proposed, the assessor may give greater weight to one or more of the five components at this stage of the assessment when the Overall Impact Assessment Index is utilized as a decision tool. The choice of which component to attach greater weight to is a matter for the assessor, justified on local circumstances and policy priorities. Alternatively, the assessor may regard each of the five components as being of equal significance and therefore of equal weight.

3.4.5   The Overall Base Index Score may then be used to calculate *Language Impact Scores.* These scores are divided into three variations - to represent the degree of importance of the language in that particular location: if the language is considered to have `high' importance; if the language is considered to have `medium' importance; and if the language is considered to have `low' importance. These figures are calculated automatically.

3.4.6   The use of `high', `medium' and `low' significance for language importance is a matter for the assessor, and is determined about where the development is intended to be located and the results of the Linguistic Profiling exercise.

3.5   Guidance on preparing a Community and Linguistic Impact Assessment

3.5.1   Please complete the questionnaire, providing as much detail as possible. After the main question, you must add further comments on key issues. The requirements for each question are as follows:

a) Please DESCRIBE your overall assessment	
b) Please STATE previous evidence (local / national case studies drawing on the UK Census for 2001 and 2011)	
c) Please STATE whether you consider that the development will have a POSITIVE (1), NEUTRAL (0), or NEGATIVE (-1) impact on the COMMUNITY as a whole	
d) How might any NEGATIVE impact be mitigated, or any POSITIVE impact enhanced?	

3.5.2   Part (a) after each question is an opportunity to make an overall assessment; Part (b) is a statement of evidence, normally based on statistical information; Part (c) is your evidence based assessment of general community impact, and part (d) deals with possible mitigation measures. The numerical assessment provided in Part (c) of each question will need to be fed into the overall impact assessment index.

3.5.3   For example in relation to:

Question 1: Is the development likely to lead to a population increase / decrease that might: Affect the balance of English / Welsh speaker (in a negative / positive way)?

You will need to respond yes or no and then provide the responses to questions (a)-(d) above.

The (a) to (d) will also need to be applied to the sub questions of question 1 which is: Is the development likely to lead to a population increase / decrease that might: Lead to an absolute or proportional decline in the number of Welsh speakers?

3.5.4   Further guidance on filling in each of the questions is provided at the end of the questionnaire (see section 4.1 Notes).

4.   Appendix 1: Community and Linguistic Impact Assessment Questionnaire:

A. Populations Characteristics

1. Is the development likely to lead to a population increase / decrease?

Is the development likely to lead to a population increase / decrease? If so, which?	
If yes, might it affect the balance of English / Welsh speaker (in a negative / positive way)? or	
If yes, might it lead to an absolute or proportional decline in the number of Welsh speakers?	

2. Is the development likely to lead to increased in-migration?

Is the development likely to lead to increased in-migration?	
If yes, might this result in an increase in the proportion of non-Welsh speaking households?	
If yes, will the change be permanent or temporary?	

3. Is the development likely to lead to increased out-migration?

Is the development likely to lead to increased out-migration?	
If yes, is the process of out-migration likely to result in a loss of Welsh speaking households?	
If yes, will the change be permanent or temporary?	

4. Is the development likely to lead to a changing age structure of the community? Might it:

Lead to young / middle-aged / older people leaving / moving into the area, leading to:	
Changes in traditional activity patterns, resulting in an increasing desire to move away?	
Social tensions / break-up of traditional social networks?	
Impact on the Welsh language, and if so what are the likely impacts?	

B. Quality of Life

5. Is the development likely to have an impact on the health of local people? Might it:

Increase the risk of illness, therefore reducing the desirability to live in the community?	
Potentially make life more expensive, therefore increasing the risk of financial problems?	
Potentially have other impacts on the health of local people. If yes, what is the nature of those potential impacts?	

6. Is the development likely to have an impact on the amenity of the local area? Might it:

Deteriorate the environmental quality, therefore reducing the desirability to live in the community?	

7. Is the development likely to lead to the threat of increased crime or violence in the community? Might it:

Increase the risk of crime or violence, therefore reducing the desirability to live in the community?	

C. Economic Factors

8. Is the development likely to have a detrimental impact on local businesses? Might it:	
Potentially lead to local • Businesses; • Welsh speaking businesses closing down, due to:	
A decline in overall local population?	
An increase of – non Welsh speaking – residents?	
An increase in harmful / helpful competition?	

9. Is the development likely to have an impact on local jobs? Might it:	
Create local jobs in general?	
Create jobs for the local – Welsh speaking – population (perhaps by virtue of local Welsh speaking people having the right skills)?	
Threaten local jobs in general?	
Threaten jobs of the local – Welsh speaking – population (perhaps by causing the closure of local businesses)?	

10. Is the development likely to lead to greater economic diversity? Might it:	
Potentially lead to a greater number of different jobs for the local population due to economic diversification?	
Potentially lead to a greater number of different jobs for the local – Welsh speaking – population due to economic diversification?	
Lead to increased in-migration of non-Welsh speakers?	

11. Is the development likely to have an impact on local wage / salary levels? Might it:

Potentially increase / decrease wage / salary levels due to increase work force / business competition?	

12. Is the development likely to have an impact on the average cost of housing? Might it:

Force: • local people; • local – Welsh speaking – people to leave the community?	
Potentially lead to an increase in homelessness / housing stress amongst: • local households; • local – Welsh speaking – households?	
Prevent: • local people; • local Welsh speaking people from returning to the area / community?	

D. **Infrastructure Provision**

13. Is the development likely to have an impact on local schools? Might it:

Threaten / secure local schools due to an increase / decrease of student rolls?	
Alter the balance between Welsh-speaking and non-Welsh speaking students?	

14. Is the development likely to have an impact on health care provision? Might it:

Threaten / secure local facilities / services?	
Threaten / secure local – Welsh medium – facilities / services?	

15. Is the development likely to have an impact on the provision of local community, leisure or recreation facilities / services / participation? Might it:	
Threaten/secure local community, leisure or recreation facilities / services / participation in • Local communities; • Local Welsh speaking communities, therefore forcing certain sections of the population out of the area / community e.g. the elderly or disabled, or the young?	

16. Is the development likely to have an impact on the provision of local services, such as shops / post offices / banks / pubs? Might it:	
Threaten/secure local shops / post offices / banks / pubs in: • Local Communities • Local Welsh speaking communities, therefore forcing certain sections of the population out of the area / community e.g. the elderly or disabled, or the young?	

E. Social and Cultural Aspects

17. Will the development potentially lead to social tensions, conflict or serious divisions within the community? Might it:	
Have a significant uneven effect on different parts of the local community, potentially advantaging some groups and disadvantaging others?	
Violate traditional values of certain parts of the community?	

18. Will the development potentially lead to changes in local – Welsh – traditions/culture? Might it:

Result in local – Welsh speaking – households moving away from the areas?	
Lead to significant increase of non-local – non-Welsh speaking – households?	
Lead to an erosion of family ties or other social networks?	
Lead to significant changes to the economic or social context, threatening traditional lifestyles?	
Impact on local – Welsh speaking – households by introducing / accelerating social change?	

19. Is the development likely to have a potential impact on local voluntary / activity / youth groups? Might it:

Drive local people active in local groups to move out of the community, due to:	
Drive an increase in unemployment / economic stress?	
Drive an increase in house prices / housing stress?	

4.1   Notes

Question 1 considers the basic issue of population growth or decline resulting from a development. Most forms of development have a propensity to stabilise population or drive growth. But a basic question is whether the development will lead to endogenous growth (e.g. create local jobs and allow people who would otherwise have left the community to remain) or whether it will increase the likelihood of in-migration. Whilst in-migration is often a positive force in rural communities, substantial levels of growth are likely to impact on social balance (in terms of age and income structure, and socio-cultural background). Judgements must be made as to whether population change will positively or adversely affect the community overall and whether it will positively or adversely affect the language's place as part of the social fabric of a community. Judgements are likely to draw on UK Census data and other available data sources.

Question 2 addresses the issue of in-migration more directly. Some developments are likely to cause social reconfigurations. For instance, a residential development for retirement purposes in a community with a young age structure is unlikely to serve a local need and will cause permanent social change. Again, judgements will be on UK Census data and other available data sources.

Question 3 looks at out-migration. Most developments are not associated with out-migration, but with some notable exceptions. The conversion of essential services (for example, shops or schools) to residential use may discourage people from remaining in a community. Un-neighbourly land-uses (waste facilities or incinerators) or those perceived as generally inappropriate in remoter rural areas (including large-scale asylum centres) may have a similar effect. Once again, judgements will need to be based on the precedent of previous assessments.

Question 4 acknowledges that population movements or losses are rarely uniform across the age profile. Developments are likely to affect younger people, families, single people or older households in different ways. A development that promotes retirement may reduce housing opportunities for younger people. A development that does not create jobs or housing opportunities tailored to the needs of younger people may inadvertently remove such people from the local community. Developments that do not promote and help sustain social balance are likely to prove unsustainable in social and cultural terms.

Question 5 seeks a link between health and community. Health deprivation may increase if housing is unsuited to needs; if roads and infrastructure is poorly planned or if industrial development contributes to a poor quality living environment. Equally, a lack of integrated green space in development proposals may diminish the attractiveness of an area. Such processes may not differentially affect Welsh / non-Welsh residents. However, if a settlement is predominantly Welsh – or Welsh is shown to be part of the social fabric – then reductions in quality of life can impact on community stability; people who can afford to move away may do so, and such places may become socially polarised. The flip-side of course, is that non-Welsh speaking migrants are less likely to gravitate to unattractive places, unless their key concern is cost rather than quality of life and aesthetic appeal.

Question 6 tackles a related issue. Any deterioration in environmental quality will have a similar impact, reducing the attractiveness of particular towns, villages or neighbourhoods. A reduction in environmental/aesthetic quality, or in general amenity, may fuel out-migration of households with greater spending power, and cause an influx of lower income households. This is likely to impact on the balance of Welsh / English speaking residents, as well as the balance of different income and social groups. Communities must offer a certain level of quality of life if they are to remain socially stable and cohesive.

Question 7 focuses on crime: crime – like health and amenity – will influence long term social stability and cohesion. A sustainable community is one in which crime is kept at a tolerable level. Again, increases in crime – or heightened fear of crime – may drive people away or discourage balance population growth. It also results in personal stress that may accentuate health concerns. All these quality of life issues threaten social balance: people who can afford to will move away; communities may become dominated by those lower income groups who have least choice in where they live. These social imbalances are likely to work contrary to the interests of the Welsh language, which can only thrive in balanced, sustainable communities.

Question 8 turns to the economic dimension of community. New development may lead to the establishment or closure / downsizing of businesses within a locality, with a possible impact on provisions and the price of goods. This may lead to sections of the population being unable to access those goods or it may lead to residents being offered a greater choice. A key judgement to make is to what extent the range and choice of businesses are located within close proximity to each other and whether this benefits or dis-benefits communities.

Question 9 recognises that new developments can affect the number, type and quality of jobs available to the local labour market, dependent on the existence of a range of skills. A shortage in some skills may lead to a shift in the community profile as workers decided to move to locations where they can utilise their skills effectively.

Question 10 takes this a step further and acknowledges that new development may create new employment opportunities, with specific skills required: e.g. leisure / tourism development based on cultural industries may require greater utilisation of the local population, and hence the Welsh language as a labour market skill. Assessments would have to be made in relation to the potential for economic diversification and the ability to accommodate new work forces.

Question 11 Competition within employment sectors may lead to labour market decisions on where they take up employment and the perceived quality of employment opportunities. In a competitive global economy, communities reliant on key employment may be vulnerable to adverse salary changes and business competition.

Question 12 Fluctuations in the demand for housing is likely to lead to either an increase or decrease in house prices and this is likely to affect different sections of the community disproportionately. House prices, when associated with other forms of housing pressure may affect the ability of some to access housing. This may also cause either in-migration or out-migration and cause a specific impact on the

composition of the community and on the extent of language usage within a community. Housing development and fluctuating house prices may also lead to an increase in commuting. This may be a symptom of more general changes in the housing market.

Question 13 relates to the sustainability of local educational facilities. A development may lead to essential local services, such as schools, benefiting from an increase in younger population. A lack of development and, in turn, no change in the existing age profiles of communities, could threaten the future viability of schools. A lack of housing choice and provision may also affect decisions on whether growing younger families would wish to remain within a particular locality. More families make explicit decisions these days relating to school placement selection and it can be a contributing, possibly determining, factor in house-moving.

Question 14 considers health care provision in the community. As the numbers of elderly people increase proportionately to the number of younger people, a key determining factor for people deciding whether to remain in an area or move to an area for the first time, is the availability of health facilities. Retention or establishment of health care facilities in a community could affect language viability, particularly where health centres have become social gathering places, supporting local Welsh-speaking networks. The lack of facilities may cause elderly people to move home, or lead to decisions where families take painful decisions to assist the move to elderly relations to other locations.

Question 15 relates to the provision of community, leisure or recreation facilities / services. Different types of development may impact upon the availability and viability of existing community services, even if those new developments are located some distance away. Larger retail development, for example, may impact on local services and impact upon social networks within the community that may presently act as meeting places, supporting community interaction, and the use of the language. Decisions taken by larger businesses to relocate or close premises may also affect different sections of the population disproportionately. This would be dependent on the provision of public transport and private vehicles and the ease of access to them. This may also lead to the need to move home causing an effect on the sustainability of a community long-term.

Question 16 relates to the provision of services. Different types of development may impact upon the availability and viability of existing community services, even if those new developments are located some distance away. Larger retail development, for example, may impact on local services and impact upon social networks within the community that may presently act as meeting places, supporting community interaction and the use of the language. Decisions taken by larger businesses to relocate or close premises may also affect different sections of the population disproportionately. This would be dependent on the provision of public transport and private vehicles and the ease of access to them. This may also lead to the need to move home causing an effect on the sustainability of a community long-term.

Question 17 turns to social and cultural concerns. Some forms of development have a readily identifiable propensity to fuel social tension – for example, developments that are obviously out of scale with communities, or uses that appear unsuited to the

character / economy of a particular area. Large scale holiday village developments have in the past been met with vociferous protest, as have proposals for youth detention or asylum centres. But often the potential for conflict is less obvious and more subtle. Retirement developments that may serve an external demand can fuel local unrest; they may lead to the arrival of non-Welsh speaking households. Likewise, new shopping centres may threaten local stores, which have played an integral role in local communities for many years. All such developments may be met with resentment. Certainly, they can violate local values and lead people to believe that cultural concerns are not being taken seriously. Overall, they may have a demoralising effect in Welsh communities.

Traditions and culture are underpinned by kinship and social networks.

Question 18 recognises that many different forms of development may lead to the effective removal of Welsh speakers or the introduction of non-Welsh speakers. If this happens, then family ties may be severed; social networks may be broken; and social cohesion can be lost. Again, out of scale development may pose a cultural threat, diluting or breaking those networks on which traditions are built.

Question 19 Building on Question 18, this question acknowledges that this loss of social cohesion – combined with developments that disproportionately affect younger people – i.e. new employment uses that fail to address local needs, or housing that is unaffordable to first time buyers – may have a catastrophic impact on community institutions. These can be central to the vitality of Welsh communities. Once gone, they are unlikely to return. Authorities / local groups must draw on their knowledge of such institutions (Urdd involvement, the wellbeing of local eisteddfodau and so forth) of their current vitality, and the incremental impacts of developments that might disrupt social balance and local involvement over time.

5.   Appendix 2: Baseline Data

Statistics relating to the Welsh language as well as up-to-date information on commitments are provided on the Council's website:

www.ceredigion.gov.uk

Further information may be acquired directly from the Office of National Statistics:

www.ons.gov.uk
www.nomisweb.co.uk

Please address any queries either in writing or by phone, to:

Planning Policy and Research Services
Department of Environmental Services and Housing
Neuadd Cyngor Sir Ceredigion
Penmorfa
Aberaeron
Ceredigion
SA46 0PA
Telephone: 01545 572123
E-mail: ldp@ceredigion.gov.uk

6. Appendix 3: Proportion of Welsh speakers by electoral division (2011 Census).

	Electoral Ward	2001			2011			Change 2001-2011			
		All people aged 3 and over	Welsh speakers (no.)	Welsh speakers (%)	All people aged 3 and over	Welsh speakers (no.)	Welsh speakers (%)	All people aged 3 and over	Non-Welsh speakers (no.)	Welsh speakers (no.)	Welsh speakers (%)
1	Aberaeron	1,478	954	65%	1,390	832	60%	-88	34	-122	-5%
2	Aberporth	2,434	1,188	49%	2,293	1,018	44%	-141	29	-170	-4%
3	Aberteifi/Cardigan-Mwldan	1,693	1,066	63%	1,721	1,012	59%	28	82	-54	-4%
4	Aberteifi/Cardigan-Rhyd-y-Fuwch	1,201	771	64%	1,180	658	56%	-21	92	-113	-8%
5	Aberteifi/Cardigan-Teifi	1,153	581	50%	1,117	524	47%	-36	21	-57	-3%
6	Aberystwyth Bronglais	1,902	818	43%	2,041	745	37%	139	212	-73	-7%
7	Aberystwyth Canol/Central	2,146	612	29%	2,447	652	27%	301	261	40	-2%
8	Aberystwyth Gogledd/North	1,930	611	32%	2,618	639	24%	688	660	28	-7%
9	Aberystwyth Penparcau	2,979	1,191	40%	3,005	1,095	36%	26	122	-96	-4%
10	Aberystwyth Rheidol	2,402	837	35%	2,686	819	30%	284	302	-18	-4%
11	Beulah	1,585	860	54%	1,591	841	53%	6	25	-19	-1%
12	Borth	2,177	927	43%	2,026	823	41%	-151	-47	-104	-2%

13	Capel Dewi	1,349	759	56%	1,267	642	51%	-82	35	-117	-6%
14	Ceulanamaesmawr	1,862	1,051	56%	1,848	977	53%	-14	60	-74	-4%
15	Ciliau Aeron	1,954	1,141	58%	1,926	1,040	54%	-28	73	-101	-4%
16	Faenor	2,360	929	39%	2,505	823	33%	145	251	-106	-7%
17	Lampeter	2,802	1,449	52%	2,870	1,346	47%	68	171	-103	-5%
18	Llanarth	1,502	855	57%	1,549	785	51%	47	117	-70	-6%
19	Llanbadarn Fawr-Padarn	1,236	502	41%	1,013	414	41%	-223	-135	-88	0%
20	Llanbadarn Fawr-Sulien	1,611	380	24%	2,298	549	24%	687	518	169	0%
21	Llandyfriog	1,773	1,038	59%	1,773	970	55%	0	68	-68	-4%
22	Llandysilio-gogo	1,909	1,000	52%	1,925	977	51%	16	39	-23	-2%
23	Llandysul Town	1,473	1,031	70%	1,398	888	64%	-75	68	-143	-6%
24	Llanfarian	1,403	770	55%	1,468	792	54%	65	43	22	-1%
25	Llanfihangel Ystrad	1,989	1,254	63%	1,973	1,123	57%	-16	115	-131	-6%
26	Llangeitho	1,547	886	57%	1,416	777	55%	-131	-22	-109	-2%
27	Llangybi	1,712	936	55%	1,454	713	49%	-258	-35	-223	-6%

28	Llanrhystyd	1,434	906	63%	1,510	871	58%	76	111	-35	-5%
29	Llansantffraed	2,426	1,344	55%	2,323	1,198	52%	-103	43	-146	-4%
30	Llanwenog	1,829	1,193	65%	1,788	1,058	59%	-41	94	-135	-6%
31	Lledrod	2,170	1,290	59%	2,149	1,166	54%	-21	103	-124	-5%
32	Melindwr	2,105	1,094	52%	1,956	967	49%	-149	-22	-127	-3%
33	New Quay	1,089	511	47%	1,048	435	42%	-41	35	-76	-5%
34	Penbryn	2,040	1,067	52%	2,003	971	48%	-37	59	-96	-4%
35	Pen-parc	2,292	1,320	58%	2,262	1,244	55%	-30	46	-76	-3%
36	Tirymynach	1,818	1,091	60%	1,837	1,006	55%	19	104	-85	-5%
37	Trefeurig	1,617	934	58%	1,713	967	56%	96	63	33	-1%
38	Tregaron	1,186	809	68%	1,173	785	67%	-13	11	-24	-1%
39	Troedyraur	1,372	805	59%	1,272	647	51%	-100	58	-158	-8%
40	Ystwyth	1,943	1,154	59%	2,015	1,175	58%	72	51	21	-1%
	Ceredigion Total	72,883	37,915	52%	73,847	34,964	47%	964	3,915	-2,951	-5%